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This paper, prepared for the September 5, 1968, National Education Association (NEA) Staff Conference, presents the NEA position, program, and strategy with regard to preservice and inservice teacher education and professional standards. Introductory remarks include a list of seven priorities which form the "framework of context of the NEA program"; a list of 12 goals which the Association continues to champion and promote; appraisal of the "broken-front approach" strategy which has been applied; and a list of previous NEA assumptions which have been challenged or questioned in light of experience and achievements. The bulk of the paper is then devoted to discussion of the questions of school staffing and governance of the profession, which represent new thrusts toward remaking the education profession to give teachers more control over their professional priorities and destiny. The growth over the past two years of the differentiated staffing concept is traced, and the strategy of setting up 220 demonstration centers and 85 (eventually 200) Staff Development Schools is described. The 1969 TEPS theme, "Negotiating for Professional Standards," which includes developing a model of essential state legislation for the education profession, is described. The paper closes with a series of questions designed to raise the issues the Association must face in reappraising its position, program, and strategy. (JS)

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PRESERVICE AND PROFESSIONAL STANDARDS
(Prepared for NEA Staff Conference)
September 5, 1968

Roy Edelfelt

To explain the NEA program in preservice and in-service teacher education and professional standards may seem a little like carrying coals to Newcastle, yet it may be most important at this time in the history of the NEA at a stage of transition, of looking at new directions, new priorities, new alternatives, and a new image for at least four reasons. First, changes in both teacher education and professional practice are underway which make necessary a reappraisal of our position, program, and strategy. Second, our programs to foster improved education for teachers and to ensure more competent practitioners are inseparable (and need to be seen in that perspective) from such other efforts as working for membership, gaining better working conditions, achieving higher salaries, and fostering better school programs for children and youth. Third, teacher education and professional standards are integral parts of all our activities which are directed at achieving professionalism. And, fourth, it is clear that whatever we become (and we are always becoming) as an association will depend in large part on the educational attainment and performance of our members.

To begin it might be best to establish the framework from which we speak. Some have called this the "party" line. Perhaps a more appropriate phrase is the context of the NEA program in pre and in-service teacher education and professional standards.

The framework or context of the NEA program includes:

1. Attacking national issues--the major issues of the day in race, civil and human rights, poverty, control of education and of the profession are concerns to which we are sensitive, on which we are informed, and

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on which we are ready to take action.

2. Being concerned with our social conscience--the dignity of the individual, equal opportunity, social justice, the common welfare, and the right to dissent form an underlying philosophical basis on which we operate.
3. Promoting an open system--all responsible opinion is heard, recognition is given in terms of achievement, decisions are made on the basis of the best evidence, or on the basis of the will of the majority--whichever is most appropriate.
4. Examining evidence from all sources--fixed dogma, position, or doctrine have no place in a profession which is based in scholarship, open-mindedness, objectivity, and human service.
5. Involving teachers in decision making and action--the only way to generate intrinsic commitment to ideas and programs is to involve those who must carry out and support association efforts.
6. Recognizing the importance of vested interest in promoting educational causes--vested interest groups are legitmate and healthy and they stimulate thinking and action in the marketplace of decision making.
7. Facing up to all the things it takes to become a profession--becoming a profession requires being concerned with teacher education, school curriculum, the improvement of instruction, teacher welfare, policy-making, legislation, and the selfgoverning of members of the profession.

We have in the past, and we continue to champion and to promote:

1. the recruitment and selection of attractive, able people
2. a minimum of four years of preservice education
3. an appropriate balance of liberal arts, specialization in a teaching field, and professional education
4. full time student teaching in quality school settings
5. national accrediting of colleges preparing teachers

6. high standards in teacher certification
7. interstate reciprocity in teacher certification
8. state minimum salaries
9. teacher tenure laws
10. professional practices commissions to protect (and discipline if necessary) all teachers in cases of alleged malpractice or unethical behavior
11. professional standards boards to allow professionals to establish and administer standards of teacher education.
12. better conditions of work

Some of these goals have been achieved. Others have been partially achieved.

The process of improving teacher education and professional standards is, of necessity, a broken-front approach. Although there has been substantial progress, it is also important to admit that strategy for action often has been haphazard and sometimes ineffective. It may be that in some instances we have employed piecemeal tactics rather than an overall strategy. One serious shortcoming has been inadequate collaboration among NEA units to move together on a particular front. Too often the broken front approach has tended to mean skipping to a new emphasis each year when we need to move on various fronts with an overall coordinated strategy in terms of long range goals.

We have also learned through the achievement of goals that some proposals for improvement are less than adequate. For example, where professional practices commissions have been established, it has become evident that one state wide body can handle only the serious cases of alleged malpractice. To adequately protect the profession and the public welfare, we need regional panels in each state to handle minor infractions and take remedial actions.

"Tenure legislation provides another illustration...which has only achieved part of its intended purpose. Tenure was designed to provide protection for competent professionals against unfair or capricious dismissal,...competence having

been established through evaluation and screening during a period of years prior to the granting of tenure."[1] Tenure has provided job protection, but, in most cases, it has not included thorough evaluation and screening.

Experience and achievements in NEA efforts in teacher education and professional standards have also challenged some of our old assumptions and caused us to question other assumptions on which teacher education and school programs are operated.

For example we have operated as if:

1. a bachelor's degree with appropriate training in education produces a full qualified teacher
2. the responsibility for standards of practice by professionals rest largely with the organized school district.
3. all teachers are essentially identical in their interests and abilities and should be assigned similar teaching responsibilities
4. all teachers are identical in commitment, competence, and energy
5. schools should be organized into classes of 25-30 students with one teacher, run on a nine month basis, operate on the same schedule day in and day out, and that all important learning takes place in the school
6. professional growth can be measured by course credits and degrees
7. the good teacher can manage any teaching assignment in his field and on his level with almost equal competence
8. criticism of the educational enterprise is tantamount to being disloyal
9. the teaching force is sufficiently stable in membership to be treated as other senior professions which are composed of career practicioners

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[1] Edelfelt, Roy A. "Remaking the Education Profession," Washington, D.C.: NCTEPS, NEA, 1968. (Mimeographed)

Questioning or discrediting these assumptions has led to some new thinking in association programs in teacher education and professional standards. Developments in society have also influenced attitudes about professional practice and the kind of teacher education needed to keep teachers relevant to the needs of today's schools.

We are now admitting that school programs need drastic improvements if they are to educate the young in this time. We are recognizing that the job of the teacher in most schools is unmanageable. We have acknowledged that teacher education is a continuing process, with stops and starts, plateaus and dramatic growth spurts, that there must be a planned transition between preparation and practice, and that the new teacher is only a beginner, one who needs the tutelage of an experienced, mature, competent professional, that to keep talented people in teaching there must be a career pattern, that there should be sufficient variety in teacher roles to provide both the opportunity to capitalize on potential and acknowledged talent and the desire of teachers to assume various responsibilities of their choosing, that performance criteria are more realistic in determining professional growth than accumulated credits and degrees, that teaching competence is dependent on the teaching situation as well as on the ability of the teacher, that teacher education must include attitude development and self-fulfillment as well as academic growth, that much of teacher education must take place in the schools, and that teachers must be educated in situations where they are prepared to deal with a variety of cultures.

All of this has led us to suggest that it is time to <u>remake</u> the education profession, both to provide the kind and quality of education we need in this country and to create the kind of professional organization which can manage such an educational enterprise.

One of the papers available to you after this meeting is entitled "Remaking the Education Profession." It is concerned with the questions of manpower, school staffing, and governance of the profession. School staffing and governance are

most relevant to this discussion. Both help to illustrate the content and strategy of new thrusts in teacher education and professional standards.

"The Teacher and His Staff" concept which was developed in the activities of the last two years has grown into an idea for staffing which we now call differentiated staffing. The original idea has some earlier beginnings in the "Trump Plan" and in the Head Start Program. The idea, as you will remember, was to give teachers help in teaching by providing teacher aides (at first to free the teacher from clerical and monitoring chores but more recently to provide support and assistance in instruction), to develop new uses of specialists in subject fields and other supporting services, and to promote a school climate which is conducive to professional growth. Two hundred and twenty demonstrations centers were selected from over 800 applications to illustrate various models of the "teacher and his staff." These schools continue to be open to visitors this year so that educators interested in innovative programs can see at first hand how different versions of the idea work.. For those who cannot visit these schools descriptions of programs are available and there is a published annotated list of these programs. Three films have been produced which depict at least parts of programs in 10 of the demonstration schools: The Quiet Revolution, More Different Than Alike, Teaching the One and the Many. These films are available from NCTEPS.

As the differentiated staff concept evolved it became clear that it could serve both as an organizing pattern for school staffing and as a training model for teacher education. Most models of differentiated staffing include teacher aides, student teachers, interns, assistant teachers, and various other levels of teachers. All of these staff roles can be assumed by prospective, beginning, or regular teachers as they proceed up the training ladder. The various roles allow for assignment on the basis of competence and experience. Responsibilities can be assigned in terms of competence, and compensation can be given on the basis of the responsibilities assumed. Most models provide for school-college

collaboration in the inservice education of teachers as well as in the preservice program.

Several states, notably Washington, Massachusetts, Maryland and Pennsylvania, are working on certification regulations which will support the differentiated staff idea. Most important in these plans is the provision for fixing the responsibility for higher levels of certification with the professional association and the local school district. Teachers, it is proposed, will have tenure in regular teacher categories even though they may be serving as a team leader, master teacher, or instructional coordinator.

One of the unresolved problems in the differentiated staff concept is the matter of specifying levels of difficulty and sophistication of teaching tasks. The McKenna model, developed by Bernard McKenna, a new member of our staff, illustrates this dilemma. It will be difficult to determine whether a teacher who is designated a Developer of Talents and Attitudes is doing a job which is more complicated and requires more skill than the Liberal Enlightener. However, it may not be necessary to make such a distinction since differentiation of roles can be both vertical in levels of difficulty and horizontal in categories of specialty.

"The differentiated staff idea provides an opportunity to structure a school faculty so that personnel are encouraged to proceed with their own professional training and development to prepare for increased responsibility and status with accompanying increases in compensation."[2] Some staffing plans provide salary schedules in which top salaries are three and one-half times beginning salaries, and make it possible for teachers to earn as much or more than principals. Differentiated staffing also can provide a career ladder in teaching, which might persuade a number of committed teachers to remain in teaching rather than seek promotion to administrative or supervisory positions.

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[2] Edelfelt, op.cit.

In addition to the attractiveness of the differentiated staffing idea for the career professional, it also provides a more appropriate place for the short term teacher, the mother who wants to divide her energies between homemaker and teacher, and the innumerable part-time professionals and nonprofessionals who want to contribute to the school.

Strategy for Change

Most schools don't have differentiated staffs and most colleges are not preparing teachers for differentiated roles. How can the NEA program help to remake the teaching profession? What can a professional association do directly? What can it only cause to be done?

Through a program known as Staff Development Schools we are enlisting the assistance of local associations in working with school districts to encourage experimentation with the differentiated staff idea. In conjunction with this program, Student NEA chapters will be volunteering their participation in the Staff Development Schools as teacher aides and in student teaching assignments on teaching teams. There are now 85 Staff Development Schools; we hope eventually to have 200. Pilots of this sort help NEA show the way. They could help local associations strengthen their program. Our job will be to foster communication among Staff Development Schools, provide materials and consultant help, and report developments to educators across the country.

A much more important strategy for getting change is the prospect of negotiating for professional standards. The elements of the differentiated staffing idea are negotiable--policy on school staffing; organization of instructional teams; teaching schedule; teacher selection; assignment and transfer; in-service education; student teaching; teacher aides. It should even be possible to influence preservice teacher education programs through the influence of locally negotiated contracts.

The TEPS Commission's theme during this next year will be "Negotiating for Professional Standards." We hope this can be a total NEA effort, carefully planned and deliberately executed.

Another paper which will be available at the close of this meeting is an in-house draft of George Madden's "Professional Negotiations for Professional Standards." Mr. Madden develops the thesis that we should examine the possibility of developing and testing models of negotiations which are particularly appropriate to settling professional problems. He suggests that "In negotiations ...the parties before and after negotiations are in a symbiotic relationship, that is the parties are dependent on each other, cannot do without each other."[3] He suggests that, "The existence of a symbiotic relationship...significantly alters and modifies the behavior of parties in social exchange."[4] He develops two models of negotiations, the first the well known distributive model which we have followed in most of our activities. This is win-lose negotiations in which there is a fixed limit to the total benefits which can be shared between two parties. "Any gain by one party is accompanied by a corresponding loss to the other."[5] Madden suggests we need to explore integrative bargaining which does not create or encourage competition because it is not assumed there is a fixed sum of benefits to be shared. He suggests that for welfare benefits the distributive model may be the most appropriate but that for professional standards the integrative model may be preferable because the limits of benefits are variable. For example, involving teachers in decision making on matters such as inservice education may enhance both the administrators' position and the teachers'. By giving teachers what they want and need in professional growth programs the administrator not only gains in raising the morale and competence of teachers, he also is recognized for developing a better school.

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[3] Madden, George, "Professional Negotiations for Professional Standards," June 1968. (Unpublished paper)

[4] Ibid.

[5] Ibid.

One of the jobs ahead is identifying the kinds of professional problems which lend themselves best to integrative bargaining and those which should be negotiated through distributive bargaining. We also plan to develop guidelines for the negotiation of professional standards. Hopefully we can get the help of NEA staff members who are more sophisticated than we in the matter of negotiations to advise and to do some field testing in working professional standards into contract agreements.

Negotiations are part of a larger scheme of governance. In some matters governance can take place within a professional organization. Where judicial and disciplinary action is necessary membership may be affected when standards or judgements are imposed, unless, of course, membership in a single association becomes a requirement for all certified personnel.

The governance of the profession must be undergirded by laws and official policy which provide the opportunity and privilege for professional autonomy. In teacher education and professional standards, particularly, laws and policies do not guarantee that responsibilities will be carried out. For this reason a more adequate system of check-and-balance must be developed. One plan is for the public through its legislature to delegate the professional responsibilities for education to the profession. A responsible organization of the profession could be this group, particularly if membership of all certified personnel were mandatory. Darland[6] suggests that teachers work in each state for a single professional regulations act to provide for the following:

(1) Establish a single organization for certified[7] educational personnel in each state in which membership is mandatory. This organization

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[6] Darland, David D. Tentative chapter of NDEA Advanced Institute for the Study of the Preparation of Teachers for the Disadvantaged.

[7] Membership should be open to noncertified personnel who are directly involved in any aspect of teacher education, governmental educational work, accreditation staffs or professional association or society staff. (Include all who teach at higher education levels.)

will be responsible for developing appropriate sub-units and will have the following specified legal responsibilities:

(a) Work for improvement of education--local, state and national

(b) Work for the welfare of teachers--local, state and national

(c) Negotiate with local boards for salaries and all welfare matters

(d) Negotiate with local boards regarding policies and conditions which influence teaching effectiveness

(e) Establish a system of grievance procedures

(f) Establish an equitable dues system--local, state, and national.

(g) Maintain an appropriate and adequate professional staff

(h) Carry on research as to how to improve the professional entity of the teaching profession

(2) Establish a professional standards board, broadly representative of the profession, appointed by the Governor. This board should be autonomous and independent of any association, organization or institution. Its function would be to establish and administer procedures for each of those mentioned on page 17 related to licensure and accrediting of teacher education.

(3) Establish tenure regulations and an autonomous and independent professional practices commission, broadly representative of the profession and appointed by the Chief State School Officer. This commission should administer tenure law and protect and discipline members of the profession when necessary.

(4) Establish and authorize a universal retirement system for teachers.

(5) Establish Save Harmless laws for teachers

(There are undoubtedly other practice regulations which would be added as time goes on.)

This idea needs careful examination. In the meantime a national inventory will be taken this coming year of legal undergirding which exists in the states,

and a study will be made to recommend a model of essential legislation for the education profession.

Teachers have been trapped into a system they can't control. The program I have outlined for the organization of teaching and the governance of the profession should give teachers more control over their professional priorities and destiny. But the action can't come through any single teacher; it must come through a cohesive and powerful association.

In closing, I would like to recapitulate by returning in spirit to the points I made at the outset in sketching a frame of reference. I'd like to do this with questions rather than answers because I believe we are here to raise issues and not to issue pronouncements or draw conclusions.

1. What interrelationships should exist within NEA units to capitalize the possibilities of concerted action, yet provide the freedom necessary for unit initiative and creativity?
2. How can NEA be sensitive and informed on national issues, but also anticipate developments, making it possible to lead rather than merely respond? What impact can reorganizing the profession and the roles of teachers have on the questions of poverty, race, civil and human rights, control of education and of the profession?
3. Can an open system affect students in such areas as human relations and the development of moral standards?
4. How do we achieve a balance between the requirements of an open system and a social conscience on the one hand and the zealous promotion of our own vested interests on the other?
5. How do we develop the desire and courage to be involved in decision making once that right has been achieved?
6. How can inquiry take place so that when decisions are made by the profession which are based on all the data, fully analyzed, and applied with the most viable alternative solutions, carefully tested and thoroughly tested and tried?

7. How can the organized profession strengthen itself in those characteristics of a profession on which it currently rates below several other professions--professions with which it frequently compares itself?
8. What can a professional association do directly? What can it only cause to be done?